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Chairman: Mr. Mohamad (Sudan)

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The meeting was called to order at 10.15 a.m.

Agenda item 34: Comprehensive review of the question of peacekeeping in all its aspects (*continued*)

1. **Mr. Muburi-Muita** (Kenya) said that the international community was witnessing fewer inter-State conflicts and more intra-State conflicts, as in Darfur and Somalia, caused by the breakdown of Government and State institutions and characterized by upheavals and atrocities that created large numbers of displaced persons and refugees. Peacekeeping was increasingly a combination of the restoration of order and security and peacebuilding in a post-conflict integrated operation where peacekeepers were just one group of actors. Multidimensional operations required greater planning and resources as well as partnerships in order to incorporate human rights and development.

2. With regard to the issue of discipline of peacekeepers, he expressed support for the zero-tolerance policy towards misconduct and for the revised memorandum of understanding relating to sexual exploitation and abuse. He urged the Special Committee on Peacekeeping Operations and the General Assembly to address the issue of support for the victims of sexual exploitation and abuse.

3. The Department of Peacekeeping Operations (DPKO) must improve coordination and information-sharing between Headquarters and the troop-contributing countries. The tendency of the Organization's non-military bodies to consider themselves independent worked against the principles of the integrated-mission planning process. The realignment of the Department must not exacerbate those problems. He said that partnerships between the Organization and regional arrangements had had a positive effect, for example in strengthening the capacity of the African Union, and should be further developed, in particular for conflict prevention. He also called for greater efforts in the area of arbitration and mediation for dispute resolution.

4. Intervention by regional arrangements was sometimes necessary, as had been the case in the Balkans, but those arrangements should deepen their cooperation with the United Nations to avert conflicts or initiate peacekeeping and peacebuilding. In the case of the African Union Mission in Somalia (AMISOM), the Organization should consider appropriate support

mechanisms, including the use of assessed contributions to support the mission.

5. He welcomed the Secretariat's "capstone doctrine" initiative to guide future peacekeeping missions but stressed the need to take into account the views of Member States. The doctrine should provide for the inclusion of political and economic aspects from the beginning and allow commanders room for flexibility and initiative. It must define parameters for the use of force and robust rules of engagement applicable to the unique characteristics of each mission. It should also borrow heavily from the lessons learned by troop-contributing countries and from peacekeeping best practices.

6. In keeping with its commitment to international peace initiatives, his country was the current chair of the Intergovernmental Authority on Development and hosted the Kenya Peace Support Training Centre and International Mine Action Training Centre in Nairobi. It would also host the headquarters of the Eastern African Standby Brigade.

7. In order to ensure more efficient and logistical support for peacekeeping missions in Africa, he said that rather than supplying those missions from the logistics base in Europe, full advantage should be taken of air, sea and warehousing facilities in Africa and of the administrative capacity of the United Nations Office in Nairobi. He supported investment in technologically advanced observation equipment such as night-vision devices, radar and sensor systems to make military observers more effective. Lastly, he paid tribute to the peacekeepers who had made the supreme sacrifice in the line of duty.

8. **Mr. Yun Yong Il** (Democratic People's Republic of Korea) said that peacekeeping issues should be addressed in the context of reform of the Security Council. The number of peacekeeping operations continued to grow and their use to serve the purposes of certain members of the Council could damage the credibility of the United Nations. The General Assembly and the Special Committee on Peacekeeping Operations must address the issue of the double standard shown by the Council in order to safeguard the authority of the Secretary-General, and must bear that double standard in mind during the ongoing reform process. He stressed the importance of respect for national sovereignty and territorial integrity, political

independence, non-interference in internal affairs and consent of the parties in peacekeeping operations.

9. The Committee should review all peacekeeping operations with a view for example to terminating those that were failing, were not contributing to peace and security, or had simply gone on too long. The excessive burden on Member States for the funding of peacekeeping missions must be reduced in order to devote more resources to development. His delegation therefore suggested making the funding of peacekeeping operations voluntary or extrabudgetary. Lastly, he stressed that any attempts by certain parties to misuse peacekeeping for political purposes should be categorically rejected.

10. **Ms. Asmady** (Indonesia) said that conflicts must be addressed by the international community in an equitable manner and in full conformity with international law and the Charter in order to bring out about a lasting peace. A clearly defined mandate from the Security Council and respect for the agreed basic principles of consent of the parties, impartiality and non-use of force except in self-defence were likewise crucial to the success of peacekeeping operations. Those principles had been endorsed by the General Assembly and any initiative to depart from them was the prerogative of the Special Committee on Peacekeeping Operations. The “capstone doctrine” should be based on those principles, and she underscored that the role of the Secretariat was in such areas as planning and logistics, not drawing up documents whose contents did not have the support of Member States. If troops were not deployed in accordance with agreed principles, that could affect their morale, safety and ability to protect civilians.

11. Attempts at a significant reinterpretation of basic concepts, such as the notion of “restraint in the use of force” rather than “non-use of force except in self-defence”, could have serious implications for future missions. The notion of self-defence was well-defined under international law, and was subject to the conditions of necessity and proportionality. The concept of a pre-emptive strike or anticipatory self-defence based on the presence of an imminent threat would be regarded by many Member States as a significant departure from the principle of self-defence. Even in a complex situation, there was great value in the tradition of a peacekeeping force that remained above the conflict, thereby preserving its unique position and prestige. If faced with a peacekeeping

situation where violence threatened the peace or the population, the Security Council should produce a new resolution providing a clear mandate for the peacekeepers.

12. The courage and sacrifice of peacekeeping personnel deserved not only accolades but also the best equipment, training and support at the Headquarters and field levels. She hoped that the creation of the Department of Field Support (DFS) would ensure a coordinated response to peacekeepers’ needs. The Secretariat should provide training on such matters as the zero-tolerance policy for sexual exploitation and abuse and, while she supported the concept of integrated-mission training centres, she recalled that most peacekeepers were from the military, and short training modules could not truly prepare them for tasks as diverse as disarmament, demobilization and reintegration, conduct of elections, or public-sector finances. Overburdened and lacking adequate skills, peacekeepers could damage the Organization’s credibility. There was therefore a need to build partnerships with entities better suited to perform specialized roles.

13. Training should be mission-specific and coordination meetings should be held between DPKO, DFS and troop-contributing countries. The Security Council should enhance coordination with the troop-contributing countries and hold consultations sufficiently in advance to incorporate their views into its decisions. The Secretariat should increase transparency in the selection of troop-contributing countries and treat all countries’ troops in the field equally.

14. She stressed the importance of mechanisms, supported by the Secretariat, to ensure the safety and security of peacekeepers and supported efforts to prevent attacks on peacekeepers, make such acts punishable by law and prosecute the guilty. Such measures should be included in status-of-forces and status-of-mission agreements and agreements between the host country and the Organization. DPKO should provide regular updates on action taken in response to violence against peacekeepers. She underscored that the best insurance against risk was to have properly trained, supported and mandated missions and a commitment by the international community to resolve disputes politically. She also noted that peacekeeping operations were not a panacea for solving all armed conflicts.

15. The nature of peacekeeping had become increasingly complex and she recognized the need for partnerships with such stakeholders as regional organizations, the Bretton Woods institutions and the private sector in order to ease the burden on peacekeepers and allow them to focus on their core military responsibilities. Caution should however be exercised, and she welcomed the proposal by the Secretary-General to establish dedicated interdisciplinary capacity for partnerships and looked forward to concrete initiatives.

16. In order to succeed, peacekeeping missions required adequate funding and appropriate resources. The deployment of poorly trained staff or lack of support in the field could have disastrous consequences. She said it was a travesty that the DPKO budget represented only 0.5 per cent of global military spending. The troops from the developing countries in particular should receive material and technical support, with optimal use of the regional centres. Resources for post-conflict peacebuilding must also be sufficient to address the root causes of conflict and ensure an integrated approach giving equal emphasis to social and economic development.

17. Her delegation welcomed the restructuring of DPKO and the creation of DFS, and looked forward to the Secretary-General's report on that restructuring. The focus of reform should be on such critical areas as safety and security, unity of command, coherence in policy and strategy, coordination with the troop-contributing countries and operational capacity in the field and at Headquarters. The Secretariat should keep Member States informed about challenges encountered so that they could contribute to finding solutions. It should also establish a transparent review mechanism to ensure all missions were equipped in a balanced manner; that would also contribute to more effective allocation of limited resources.

18. **Mr. Chabar** (Morocco) noted that the number and complexity of peacekeeping operations had increased dramatically in recent years, making peacekeeping the Organization's main activity. He therefore welcomed reform of peacekeeping operations, which should include additional resources for DPKO and DFS and the strengthening of coordination with Member States, particularly troop-contributing countries. He also welcomed the Organization's ability to react rapidly to situations on

the ground and to launch, reduce or terminate missions as required.

19. The growth in peacekeeping was straining Headquarters' ability to manage operations. That highlighted the need to find a better balance of resources, trained personnel and material and logistical support. The increasing complexity of peacekeeping operations required a multifaceted response supported by better-trained civilian personnel, rapidly-deployable standby forces and a strengthened permanent United Nations police component. The overall success of peacekeeping operations likewise depended on such factors as a realistic mandate; cooperation between the Secretariat, the troop-contributing countries and those responsible for planning and implementation; a well-defined exit strategy; and measures to ensure sustainable development.

20. Committed to the notion of collective security, his Government had provided over 60,000 personnel to peacekeeping operations since 1960. It attached particular importance to stability in Africa, and most of its current peacekeepers were serving in Africa. Indeed, some 75 per cent of United Nations peacekeepers were deployed in Africa, and he stressed the need to continue such efforts and welcomed any effort to increase peacekeeping capacity in Africa because an end to conflict was a prerequisite for sustainable development.

21. His delegation supported a zero-tolerance policy for sexual exploitation and abuse and would cooperate fully in ensuring that agreed standards of conduct were implemented with a view to preserving the credibility of peacekeepers and the reputation of the troop-contributing countries. In that context he called on the Secretariat to initiate consultations with troop-contributing countries with a view to amending memorandums of understanding in the light of the model memorandum of understanding recommended by the Special Committee and approved by the General Assembly. He also called for better coordination between the Secretariat, the Department of Public Information and the Office of the Spokesperson for the Secretary-General in ensuring that the reputation of troop-contributing countries was not tarnished even before allegations of misconduct were investigated. In that context he recalled the Special Committee's recommendation that the United Nations should take steps to restore the reputation of troop-contributing countries when such allegations were not substantiated.

22. His delegation welcomed efforts by DFS to ensure equitable geographical distribution, but, pending an analysis of the current situation, stressed that that principle, in particular for underrepresented or, like Morocco, unrepresented, troop-contributing countries, especially at senior levels, should be a priority for both DFS and DPKO.

23. The year 2008 would mark the sixtieth anniversary of the first United Nations peacekeeping mission and provide an opportunity to take stock and prepare for the future. His delegation therefore proposed the holding of a high-level meeting on peacekeeping issues in the context of the sixty-third session of the General Assembly with a view to increasing awareness of the Organization's main activity. The meeting could adopt recommendations that would strengthen Member States' commitment and reinforce the Organization's capacity to act in the promotion of international peace and security. His delegation attached great importance to international peace and security and wished to pay tribute to the peacekeepers who were willing to risk their lives in the pursuit of that goal.

24. **Mr. Dahal** (Nepal) observed that, as peacekeeping missions had become more complex and diversified the Organization's capacity had had to keep pace, but expressed the hope that the work of DFS would be properly coordinated with the command-and-control functions.

25. Nepal had responded to almost every call by the United Nations to serve the causes of conflict prevention and peacekeeping; in the past 50 years it had participated in over 30 operations, contributing more than 60,000 peacekeepers. With almost 4,000 Nepalese serving currently in 14 United Nations missions, Nepal was the fourth largest troop-contributing country, yet it had decided to raise its participation to the level of up to 5,000 personnel at any given time. Nepalese peacekeepers had been widely commended for their professionalism and dedication, and 57 of them had lost their lives in the line of duty.

26. Nepal was obviously concerned at the growing number of casualties among United Nations peacekeeping personnel. The Secretariat should do everything possible to ensure the safety and security of the personnel in the field. The Joint Mission Analysis Cells needed to be reorganized and given more

resources, including intelligence-related equipment to provide early-warning indicators.

27. The Organization must cut down on any form of misconduct among peacekeepers, including sexual exploitation or abuse and other criminal offences, and must take proper legal action, and the whole process had to be speeded up.

28. The troop-contributing countries should be properly represented in DPKO and DFS, with due regard also for equitable geographical representation. The same considerations should enter into the recruitment for the Standing Police Capacity. While Nepal supported the concept of enhanced rapidly-deployable capacities for peacekeeping missions, more thought needed to be given to determining standby periods, rates of reimbursement, deployment periods and major equipment requirements.

29. **Mr. Liu** Zhenmin (China) observed that the restructuring of DPKO would shape the development of peacekeeping, just as the forthcoming new model memorandum of understanding would clarify the norms regulating the conduct and disciplining of peacekeepers. The United Nations seemed to be making a real effort to use resources and capacities rationally as new missions were prepared and others drawn down.

30. Nevertheless, major challenges remained: how to ensure the cost-effectiveness of operations; how to narrow the gap between the capacity of the United Nations and the expectations of Member States; and how to further improve the planning, implementation and management of peacekeeping operations.

31. The next stage should focus on certain points. First, it was imperative — especially as the operations multiplied at such speed — to uphold the fundamental principles of peacekeeping: respect for the Charter, a Security Council mandate, and the three foundations of all operations, namely, consent of the country concerned, neutrality and restraint in the use of force. United Nations peacekeeping operations had thus far enjoyed support because they had abided by those principles.

32. Secondly, reform must continue. The restructuring of DPKO and the creation of DFS should be put into effect as soon as possible so as to provide strong policy guidance and logistical support to field missions; while the Special Committee should continue

to discuss coordination between the two departments and unity of command. Institutional reforms should be accompanied by the best possible use of resources, and better command systems, partnerships and operational training.

33. Thirdly, there must be more coordination between all those involved. In recent years, regional and subregional organizations had, in maintaining peace and security in their areas, provided a beneficial complement; and since most operations were deployed in Africa, building the capacity of the African Union was particularly important. The United Nations should also improve its communications with troop-contributing countries and hear their views, and should adopt measures to ensure the peacekeepers' safety and security.

34. Peacekeeping operations had helped host countries to consolidate peace, achieve stability and start reconstruction. Always an active supporter of United Nations peacekeeping, China had thus far contributed over 10,000 peacekeepers to 17 operations, with almost 2,000 of them still in service and a unit soon to be deployed in Darfur. His country would continue to remain active in peacekeeping and make its contributions to international peace and security.

35. **Mr. Al-Allaf** (Jordan) observed that both Member States and the Secretariat were intent on enhancing the professionalism, good management and efficiency of peacekeeping operations, and that DPKO should be restructured in partnership. On the question of training of peacekeepers, there must be greater coordination between the United Nations and the troop-contributing countries, whose experience in the field was useful.

36. Jordan, in reviewing its peacekeeping doctrine, was leaning towards appointing more women for peacekeeping operations. The security and safety of peacekeeping troops was a major concern. Speaking as a former peacekeeper himself, he was aware of the hazards peacekeepers faced, and saluted all United Nations colleagues labouring tirelessly in the field and, on behalf of his Government, paid tribute to the courage of peacekeepers who had lost their lives in the service of a noble cause.

37. Jordan welcomed the collective efforts to deal with misconduct by peacekeeping personnel and reduce its occurrence. The relevant revisions to the model memorandum of understanding should be implemented; and Member States and the United Nations should

exchange full information on cases of misconduct, because the reputation and credibility of both the Organization and the troop-contributing countries were at stake.

38. Although peacekeeping operations were becoming more complex, risky and politically sensitive, the important meetings the Security Council held with the troop-contributing countries still centred on operational aspects rather than institutional and political processes and policy issues. The timely payment of assessed contributions by Member States was also of fundamental importance.

39. **Mr. Shinyo** (Japan) referred to two milestones in peacekeeping operations in the past year: one of the largest and most difficult missions of late, the African Union-United Nations Mission in Darfur (UNAMID) — harsh, logistically complicated and costly — had been approved; and DPKO had been realigned while DFS had been established, in what was the biggest expansion of the Secretariat in recent years. The transition to the new configuration was taking place simultaneously with the establishment of the difficult missions which the realignment had been intended to address. To achieve their goal, the two departments must coordinate their work. The United Nations needed to make efficient use of all the resources at hand and follow the established exit strategy for every mission if it was to carry out multidimensional operations as well as traditional peacekeeping.

40. One of the more promising options to explore was strategic cooperation between the United Nations and regional organizations like the European Union and the African Union, which could provide the flexible, reliable and rapidly deployable forces so useful in a complex multidimensional operation. At the same time, of course, the management rules and standards of the United Nations must be observed in any operation that was part of United Nations peacekeeping.

41. At that juncture, United Nations peacekeeping had significant tools at hand. Japan placed great hopes in the Office of the Rule of Law and Security Institutions newly created within DPKO, which would support the crucial security-sector reform needed in a host nation before a mission was completed. There was also the Peacebuilding Commission, established a year earlier to devise integrated strategies for achieving sustainable peace and development in specific nations

even as peacekeeping operations in those countries pursued the same ends. In addition, the Department's formulation of the "capstone doctrine" would provide long-needed practical guidelines and reference points for field operations, and would greatly help his own Government to determine how it could take a greater part in peacekeeping operations. The new doctrine, reflecting the broad range of traditional practices and lessons in the long history of United Nations peacekeeping, would clarify the direction that operations should take in the face of the new challenges.

42. Another peacekeeping challenge was the securing of qualified mission staff. Japan itself had dispatched several highly trained police officers to the United Nations Integrated Mission in Timor-Leste and arms monitors to the United Nations Mission in Nepal, and had started a programme to train civilian peacebuilders in Asia in support of United Nations operations. The general geographical imbalance in civilian field staff was a matter of concern that needed to be addressed in future recruitment for missions. Japan also felt strongly that the Security Council's Working Group should strengthen its interaction with troop-contributing countries and other stakeholders when it made decisions on peacekeeping and whenever a new mission was substantially altered.

43. **Mr. Sim Tiong Kian** (Singapore) observed that the nature of peacekeeping had evolved from traditional peacekeeping between States to multidimensional peace operations involving intra-State conflicts and non-State actors. United Nations peacekeepers did not just monitor ceasefires, they also now supported peacebuilding efforts, disarmament and demobilization of combatants, security-sector reforms and even maritime enforcement operations.

44. DPKO deserved credit for adapting to the changing demands. Nevertheless, a capacity issue remained. Since the unprecedented surge in missions could not be sustained indefinitely, the United Nations must invest in tools like conflict prevention and mediation to lessen the reliance on peacekeeping. At the same time, those in the peacekeeping community could also help by finding creative and sustainable solutions. Regional arrangements, such as the hybrid operations in Darfur and Chad, were one example. The proposed enhanced rapidly deployable capacities seemed another interesting option, and the establishment of a formal mechanism to review

operational requirements and prioritize scarce resources could be considered. Field operations should also change: more use should be made of modern surveillance and monitoring tools to reduce the reliance on peacekeepers, and non-core services such as some logistics and maintenance could be outsourced to the local communities, with the added advantage of benefiting local economies. As innovative ideas were implemented, there must also be a system for evaluating them. His delegation looked forward to learning the lessons to be drawn from implementation of the Strategic Military Cell and the maritime enforcement operation.

45. Secondly, there were issues of effectiveness and credibility, and all missions required clear mandates and a consistent level of supervision, integration and support. Singapore advocated regular informal meetings between the Secretariat, troop-contributing countries and Member States to discuss the ongoing restructuring and the delineation of responsibilities between DPKO and DFS. Staffing even at senior levels seemed, moreover, to be proceeding slowly. His delegation urged greater transparency in recruitment and greater geographical representation. The development of the "capstone doctrine" was important in harmonizing operational and training concepts in the field, and as the drafting progressed, there should be more consultation with Member States, particularly on the guiding principles. With regard to credibility, the Organization's reputation must not be undermined by the misconduct of the few. Coherent policies and strategies should be applied transparently in addressing sexual exploitation and abuse in the field, and there should be greater accountability, even at senior levels.

46. Thirdly, there was the issue of safety. The United Nations must move concretely to make its peacekeepers safe against malicious violence, not simply to preserve troop morale but also to preserve operational effectiveness. Peacekeepers must have robust mandates, accurate intelligence and the necessary equipment, including surveillance systems, to protect themselves.

47. **Ms. Ithete** (Namibia) said that Namibia continued to share the view that peace and stability remained cornerstones to achieving sustainable development and that continued conflicts and instability had to some extent played a role in underdevelopment, especially in Africa. Those conflicts had cost Africa dearly by shrinking the national economies. Meagre

resources earmarked for development were diverted for weapons associated with conflicts. Her delegation called upon other Member States to abide by the existing international instruments in order to curtail the flow of weapons.

48. In recent years, several challenges had accompanied the surge in demand for peacekeeping operations, whose conduct and management had gradually become complex and demanded more resources; peacekeeping operations had become too expensive and too complex to manage, as the number of conflicts continued to increase.

49. It was high time that the international community shifted its strategy towards putting more emphasis and resources into conflict prevention. Preventive diplomacy could help forestall the emergence of conflicts. It was important to strengthen the early-warning capacities at all levels. Africa would continue to require support in its ongoing effort to develop its early-warning capability.

50. The maintenance of international peace and security was a collective responsibility; as one of the countries that benefited from the same process, Namibia had committed itself to peacekeeping through multilateralism by contributing troops and police to various United Nations missions. Recently Namibia had pledged a mechanized infantry battalion for the African Union-United Nations Hybrid Operation in Darfur (UNAMID), which would be ready for pre-deployment inspection by January 2008. Additionally, Namibia was proud to have also contributed military staff officers and observers to the African Mission (AMIS).

51. Namibia remained concerned with regard to all forms of misconduct, including sexual exploitation and abuse, committed by peacekeeping personnel. Such acts not only tarnished the good name of peacekeeping, but also betrayed the very people it should protect. Her delegation once again reiterated its commitment to the zero-tolerance policy. Namibia supported the "Peace Operations 2010" reform agenda of DPKO focusing on the development of the Organization's doctrine and the strengthening of its partnership with regional arrangements such as the African Union. While the draft "capstone doctrine" should be finalized as soon as possible, her delegation agreed on the need to accommodate the views of Member States.

52. Concerning partnership with the African Union, her delegation was pleased that DPKO continued to

provide much-needed support to capacity-building and other initiatives undertaken by the African Union in its quest to enhance its peacekeeping capability. Her country attached great importance to training and capacity-building. Having benefited from numerous United Nations-sponsored workshops and courses, Namibia would be pleased to host a military observers' or staff officers' course in 2008.

53. Namibia had consistently emphasized the importance of women's participation in peacekeeping operations, and believed their participation should be based not only on gender balance but also on the differing capabilities they possessed, which could enhance the chance for success of peacekeeping missions. Her delegation welcomed the appointment of senior women officers in Liberia, the Sudan and Burundi; as well as the news that over half of DFS staff would be women.

54. **Mr. Kyslytsya** (Ukraine) said that recent years had vividly proved the high demand for United Nations peacekeeping efforts, especially in the form of multifaceted operations. That factor, as well as the evolution of United Nations peacekeeping itself, highlighted the need for a significant strengthening of United Nations peacekeeping potential through genuine reform.

55. Ukraine welcomed the Secretary-General's intention to restructure DPKO to strengthen United Nations capacity to manage and sustain peace operations, especially in light of ongoing and future deployments. The international community now faced significant challenges in meeting the growing need for peacekeeping personnel, logistical support and financial resources. Therefore the Member States, the Security Council and the United Nations Secretariat had to work closely together to meet those challenges and to find the right solutions to critical issues. He reiterated Ukraine's readiness to remain a reliable partner of the United Nations in the area of peacekeeping, and expressed his delegation's appreciation for the significant progress achieved in peacekeeping reform thus far. He welcomed the adoption of the revised draft model memorandum of understanding and looked forward to the release of the "capstone doctrine" document.

56. He also welcomed the initiative for a comprehensive and integrated approach to mission planning, and encouraged the Secretariat to continue its

work with Member States in order to ensure that quick deployment operated effectively and at full capacity. The Secretariat should play a more proactive role in the integrated-mission planning process, both at Headquarters and in the field. Ukraine supported the European Union proposal regarding the possibility of making prior reconnaissance visits and looked forward to being informed on a regular basis regarding the implementation of that process.

57. Ukraine shared the concerns of some delegations regarding the lack of transparency in recruitment for the additional posts authorized for DPKO and believed that priority should be given to the major troop-contributing countries in that important and sensitive process.

58. With regard to securing financial resources for the deployment of troops in the field, he noted recent improvements in financing that stressed the importance of timely reimbursement to troop-contributing countries.

59. Ukraine was deeply concerned with regard to the increasing number of threats to United Nations peacekeeping and other personnel. There was an urgent need to strengthen their protection, as well as to improve information-gathering and analysis in preventing and managing those threats. Ukraine therefore supported the United Nations security-management policy along with requests to the Secretariat to provide a comprehensive data analysis concerning, in particular, the circumstances of non-violent-action casualties.

60. Ukraine believed that further development of partnerships with regional and subregional organizations could help the United Nations meet peacekeeping challenges. Of equal importance was the provision by the international community of assistance to strengthen the peacekeeping capacities of regional organizations, particularly the African Union.

61. Ukraine welcomed the establishment of the Rule of Law Coordination and Resource Group. Acts of misconduct undermined the credibility of the United Nations and were unacceptable. Ukraine was very concerned about allegations of sexual misconduct by peacekeeping personnel and supported the zero-tolerance policy.

62. Further interaction between DPKO and troop-contributing countries was a key element of ongoing improvements. Ukraine would welcome more transparency in the restructuring of DPKO, including

more consultations with Member States. It also believed that cooperation between the Secretariat, troop-contributing countries and the Security Council was indispensable for the most effective conduct of peacekeeping operations.

63. With regard to preparations for the forthcoming session of the Special Committee, he suggested that the Secretariat should work out a time-efficient schedule given the concerns already voiced by some delegations.

64. In view of the upcoming sixtieth anniversary of United Nations peacekeeping operations, his delegation proposed the adoption by the General Assembly at its next session of a commemorative Declaration and hoped that delegations would support that initiative in the Special Committee on Peacekeeping Operations.

65. **Mr. Maleki** (Islamic Republic of Iran) said his delegation believed that peacekeeping operations should be carried out with the Organization's authorization and under its guidance, command and control. It also firmly believed that United Nations peacekeeping operations should strictly observe the purposes and principles of the Charter as well as those governing peacekeeping operations themselves, namely the consent of the parties, the non-use of force, impartiality, and respect for the sovereignty, territorial integrity and political independence of States. Those principles, as well as that of non-intervention in domestic matters must be observed throughout such operations. The concept of best practices enhanced the activities of both DPKO and DFS, and helped them draw on lessons learned as well as on the experience of Member States.

66. Given the need for integrated evaluation of mission progress in all aspects, his delegation believed that the newly established Policy, Evaluation and Training Division should play an important role in supporting both DPKO and DFS, thus building a common platform for policy, guidance materials, training and evaluation at Headquarters and in the field.

67. The efforts of the heads of the two departments to eradicate misconduct by peacekeepers were commendable. His delegation encouraged the heads of DPKO and DFS to continue those efforts vigorously and desired to see that all peacekeepers and other United Nations personnel functioned in a manner that preserved the credibility of the United Nations. His delegation continued to support the United Nations

policy of zero tolerance on sexual exploitation and abuse in United Nations peacekeeping operations at Headquarters and in the field, and believed that no perpetrator of such misconduct should enjoy impunity.

68. Relying on regional arrangements could not and should not absolve the United Nations of its responsibility under the Charter for the maintenance of international peace and security. He emphasized that the United Nations peacekeeping capacity should be strengthened and enhanced rather than regionalized or marginalized. However, his delegation agreed that strengthened cooperation and partnership with regional arrangements to complement the role of the United Nations, when needed, could be considered, provided that such activities accorded with Chapter VIII of the Charter and other relevant principles guiding peacekeeping operations. As clearly stated in the Charter, the main goal of regional arrangements should be to achieve pacific settlement of local disputes. Moreover, any operations by the regional arrangements should be carried out under the full command and control of the United Nations in a completely transparent manner.

69. He emphasized that the views of all Member States should be taken into account by the Secretariat in areas of its work which were important to them. For example, the “capstone doctrine” document to be used as a reference guide for peacekeeping was of vital importance and its final draft should be the result of transparent intergovernmental negotiations. There was no need to change or review the guiding principles since they had been endorsed by the General Assembly. The Special Committee should remain the only United Nations forum mandated to review the whole question of peacekeeping. Thus, discussion on important issues such as the Guiding Principles should be left to that intergovernmental forum.

70. The Islamic Republic of Iran believed that peacekeeping doctrine should concentrate more on planning, deployment and operational and logistic issues, and leave other issues such as the guiding principles, the use of force and individual responsibility to protect to other forums. Moreover, its non-political nature should be fully preserved.

71. Iran paid tribute to the courage and sacrifice of all peacekeepers, and strongly condemned the killing of United Nations peacekeepers, which raise serious concern about their safety and security. His delegation

welcomed the efforts of the Secretary-General to mitigate the risks.

72. He urged the Secretariat to improve recruitment and address the current imbalance of unrepresented and underrepresented Member States both at Headquarters and in the field. He emphasized the Non-Aligned Movement’s concern over the staffing and structure of DPKO. The efficiency and legitimacy of the United Nations depended greatly on the fair representation of its Members in all areas of its activities.

73. **Mr. Hirse** (Nigeria), noting the accomplishments of the United Nations peacekeeping operations, said that early action to address the root causes of conflicts and to bring parties together for peaceful settlement of their differences was more productive than waiting until conflict erupted.

74. Nigeria had been associated with United Nations peacekeeping operations since its independence and ranked among the top largest troop-contributing countries in the world. With regard to its contribution to the African Union-United Nations Hybrid Operation in Darfur, Nigeria intended to play its traditional leading peacekeeping role. It called upon all stakeholders to address the challenges faced by the people of Darfur with a sense of urgency and commitment. It also called on the local parties to the conflict to abide by the Abuja Agreement as well as to respect the neutrality of all peacekeepers in the region and to give dialogue a chance.

75. Moreover, any post-conflict peacebuilding mechanism should address the many humanitarian and other problems which were the root causes of the conflict.

76. Nigeria noted with concern reported acts of indecency perpetrated by some United Nations peacekeepers and condemned such behaviour. It supported the zero-tolerance policy and would continue joint efforts to eliminate such acts; that was the only way to preserve the credibility and integrity of United Nations peacekeeping operations.

77. Turning to the draft “capstone doctrine” document circulated by DPKO, he said that the development of such a doctrine was overdue. However, Nigeria hoped that it would contain a clear compendium of policies, procedures and guidelines for future peacekeeping operations, provided the concepts and terminology to be incorporated into the doctrine

were agreed upon by all Member States before it was finalized.

78. Nigeria considered that peacekeeping operations should strictly observe the purposes and principles enshrined in the Charter of the United Nations and the basic principles governing those operations, namely, the consent of the parties, the non-use of force except in self-defence, and impartiality. Recognizing the contribution of regional groups in the attainment of international peace and security, Nigeria would support all peacekeeping operations duly authorized under Chapters VI and VIII of the Charter.

79. His delegation supported the Secretary-General's reform agenda aimed at strengthening DPKO, but noted that the troop-contributing countries had lingering concerns over important issues such as the unity of command and clear lines of responsibility between DPKO and DFS. He therefore called for continued consultations between the troop-contributing countries and the two departments with a view to sharing experience.

80. One issue of utmost concern was that of underrepresentation of developing countries, particularly the troop-contributing countries, among the senior positions both in the Secretariat and in the field. The lopsided staff structure of DPKO needed to be reviewed with the objective of recruiting competent staff for top positions so as to ensure genuine dual partnership. There was also an urgent necessity for peacekeeping operations and the two departments to be endowed with adequate financial resources.

81. **Mr. Wolfe** (Jamaica) noted that the demand for peacekeeping had risen far beyond the capacity of the United Nations to respond effectively.

82. Jamaica welcomed the recent restructuring aimed at enhancing peacekeeping operations but emphasized the need to preserve the chain of command, accountability, coordination, coherence and adequate checks and balances between the two departments. The establishment of the integrated-operations team was also a welcome development. Jamaica also encouraged close coordination with the Peacebuilding Commission, which was critical if countries were to avoid relapsing into conflict. Jamaica had been making its own modest contributions to United Nations peacekeeping activities, and was making preparations to serve in the new African Union-United Nations Hybrid Operation in Darfur.

83. Jamaica supported the work being undertaken to improve standards of conduct in peacekeeping missions, and strongly supported the notion of a zero-tolerance approach to sexual abuse and exploitation. It welcomed the decline in the number of allegations in recent times and encouraged efforts towards their elimination. It welcomed the recent adoption of the draft memorandum of understanding containing provisions to address sexual exploitation and abuse, and looked forward to the emergence of a consensus document.

84. Jamaica was pleased with the progress made in drafting the "capstone doctrine" document, which provided the philosophical framework and general guidelines for contemporary peacekeeping, and looked forward to further intergovernmental consultations with a view to finalizing the document.

85. Jamaica remained seriously concerned about the safety and security of peacekeeping personnel confronted by extremely challenging circumstances. It encouraged efforts to mitigate the risks to which the peacekeepers were exposed.

86. **Mr. Loh Seng Kok** (Malaysia), recalling the centrality of peacekeeping to the mission of the United Nations and its importance to the economic and social progress of conflict-riven countries, said that Member States should continue to provide the funding and personnel necessary for successful peacekeeping operations.

87. The increasingly complex and multidimensional operations required the support of all United Nations agencies, Member States, regional organizations, non-governmental organizations and donor countries. The transition to such multidimensional operations reflected the maturity and pragmatism of the Organization. His delegation supported the efforts of DPKO to create synergy among all actors and welcomed the strengthening of the Peacekeeping Best Practices Unit so that it might play a more active role in developing guidelines, procedures and best practices.

88. The views and concerns of Member States regarding the draft document setting out the guiding principles for United Nations peacekeeping operations ("capstone doctrine") should be taken into consideration in order to ensure that the final document would provide proper guidelines for those operations. It was also important to recruit highly qualified personnel capable of meeting the new challenges of

peacekeeping operations while maintaining a geographical balance, particularly at Headquarters.

89. Although Member States continued to honour their commitments to the peacekeeping budget, the increased demand for peacekeeping operations had stretched the financial resources. It was imperative for Member States, particularly those with the means, to increase their voluntary contributions. It was also important for Member States which possessed well-equipped and well-trained military personnel to increase their troop contributions.

90. Recalling the usefulness of cooperation between the United Nations and regional organizations in peacekeeping, he said that the Organization should continue to provide them with advisory, logistic and financial support in order to enhance their peacekeeping and peacebuilding capacities. However, it was imperative that any peacekeeping operations they undertook were in full conformity with the Charter. Moreover, the involvement of regional arrangements in peacekeeping did not absolve the Organization of any of its responsibilities in that regard.

91. Although a smaller number of Malaysian personnel were involved in peacekeeping operations than in the past, Malaysia's commitment to the Organization's peacekeeping efforts were undiminished. That commitment was manifest by the establishment of the Malaysian Peacekeeping Training Centre, the only training institute for peacekeeping in South-East Asia, which was providing training to Malaysian and foreign military and civilian police personnel.

92. **Mr. Butagira** (Uganda) said that the political context of peacekeeping operations should reflect their multidimensional complexity. Stressing that the responsibility for the maintenance of international peace and security rested with the United Nations, he said that although efforts to reform DPKO had not yet made a noticeable impact, the creation of DFS and the drafting of the "capstone doctrine" were steps in the right direction.

93. Cooperation between the United Nations and international and regional organizations was crucial to the maintenance of international peace and security. His delegation was encouraged by the recent move on the part of the Security Council and the African Union Peace and Security Council, to strengthen mutual

relations. In that connection, he urged the Organization to deploy a peacekeeping mission to Somalia, where for many months his country had been the sole contributor of troops to the African Union Mission to Somalia (AMISOM). Until such a mission was established, he requested the United Nations to bolster AMISOM by providing resources that would enable those countries which had pledged troops to AMISOM to deploy them. In the view of Uganda, the United Nations should, in appropriate circumstances, engage in peacemaking by deploying its peacekeepers even where there was no peace to keep, as in Somalia.

94. **Mr. Cato** (Philippines), welcoming the initial steps taken to restructure DPKO, and the establishment of DFS, said that his delegation was particularly pleased with the creation of a public affairs unit within the office of the Under-Secretary-General for Peacekeeping Operations. That unit would help DPKO increase public awareness of its operations, working more closely with the Department of Public Information in the creation of communication packages that catered for the various needs.

95. While the incidents of sexual exploitation had declined ever since the Organization had acted to deal with the problem a few years earlier, recent accusations of sexual misconduct showed that action needed to be more effective. The zero-tolerance policy adopted by DPKO in that regard was a step in the right direction. The Philippines continued to implement a zero-tolerance policy in respect of its own forces as part of its revised policy framework and guidelines. Further steps that Member States could take to address the issue were the implementation of the revised memorandum of understanding, the finalization of the "capstone doctrine" and agreement on a strategy in respect of victim assistance.

96. Efforts aimed at ensuring the safety of peacekeepers should not be limited to protecting against serious physical harm but should also include proper training and supervision as well as the provision of support systems in the field.

97. The Philippines, despite its limited peacekeeping capabilities, was one of the largest contributors of police officers to peacekeeping operations and stood ready to deploy more of its personnel to conflict areas. Its ability to deploy additional personnel would be greatly enhanced if it were able to partner with Member States which had the resources the Philippines

needed to strengthen its peacekeeping capabilities. In that connection, he called on the Western Powers to increase their contributions to peacekeeping efforts.

98. **Mr. McCurry** (United States of America) said that only the implementation of a true zero-tolerance policy would end sexual exploitation and abuse by peacekeepers. Every Member State had been at least partially responsible, at one time or another, for the creation of that problem; therefore every Member State must play a role in its solution. All troop-contributing countries should make it clear to their contingents that the highest standards of behaviour were expected of them and should discipline personnel found guilty of improper or criminal behaviour. Every Member State should investigate and prosecute any citizen implicated in the commission of such crimes and it was incumbent upon the United Nations to ensure that Member States did so in a timely, effective and professional manner. With regard to victims' support, it was important to reach agreement on measures to address their very real needs.

99. Commending the General Assembly for its adoption in June 2007 of the main components of the Secretary-General's proposals to restructure DPKO, he said that his country would closely monitor their implementation. He also welcomed the development of the "capstone doctrine", which would be an invaluable tool to both peacekeepers and policymakers, reflecting the substantial growth in the size, number and mandated tasks of peacekeeping operations in the twenty-first century. The reforms must ensure that those operations were conducted in the most efficient and professional manner possible.

100. **Ms. Mujuma** (United Republic of Tanzania) said the restructuring of DPKO was a timely response to the unprecedented increase in the number and complexity of peacekeeping operations and would lead to greater efficiency, effectiveness and accountability.

101. Her delegation was concerned about the safety of personnel deployed in peacekeeping missions and called on the Organization to take enhanced safety measures to protect both military and civilian personnel serving in its missions. Noting that an increasing number of the fatalities among peacekeepers were the result of illness, she said that Member States and DPKO should urgently make a joint effort to ensure that peacekeepers were given medical examinations prior to deployment. Information on

measures taken by DPKO in that regard would be welcome.

102. While her delegation was encouraged by efforts to increase the number of women in peacekeeping operations, she said there was room for further improvement and that greater discretion should be exercised in that regard. In respect of recruitment practices in general, she was heartened by the inclusion of Member States in the selection of peacekeepers and expected that, as a result, all anomalies in their recruitment would be eliminated in due course.

103. In conclusion, she proposed that both the Fourth Committee and the Special Committee on Peacekeeping Operations should adopt a standing policy of honouring fallen peacekeepers by rising for a minute of silence at the beginning of their annual sessions.

The meeting rose at 12.55 p.m.